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ABSTRACT

Case studies were conducted at the state and local level in Texas to evaluate the impact of the Carl Perkins Vocational Education Act. Changes in vocational education at the state level that could be attributed to the Carl Perkins Act (CPA) included: (1) a smaller state advisory council with a majority representing business and industry; (2) a closer working relationship with the State Job Training Coordinating Council (SJTCC) and Job Training Partnership Act (JTPA) programs; (3) more emphasis on basic skills at the secondary level as opposed to specific job training, although the impact is difficult to separate from general school reform; (4) more emphasis on local level evaluation of programs, but less emphasis on follow-up studies; and (5) more handicapped and disadvantaged money returned to the state unspent due to the difficulties of meeting both the excess costs and matching requirements of the CPA. Changes at the local level included the following: many small schools received too little money in some categories and often returned the insufficient money unused; not being able to use program improvement funds for maintenance activities has caused many problems at the secondary level; funds allocated through the request for proposal process were not applied for by smaller schools; and schools of all sizes felt that there was too much interference with local prerogative given the requirements for spending CPA money. (CML)

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A Summary of Case Studies

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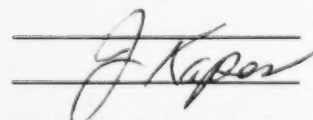
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Implementation of the Carl Perkins
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Abstract

This paper reports the results of case studies conducted at the state and local level in Texas to evaluate the impact of the Carl Perkins Vocational Education Act (CPA). The Texas case studies were one group of nine supported by the U.S. Department of Education as part of the National Assessment of Vocational Education. The studies utilized a research protocol which consisted of a series of major and supporting questions. The primary sources of data included interviews with key personnel, documents collected during visits or from other sources, quantitative records from state and local files, and physical evidence observed during site visits. Because implementation of the CPA coincided with major school reform in Texas, the results are reported in that context. Information concerning for what and why the funds were expended under different parts of the act is provided. Major problems encountered by those who were responsible for spending the funds are also discussed. The concluding section of the paper describes the impact of the CPA at both the state and local level.

Introduction

The Carl Perkins Act (CPA) was signed into law on October 19, 1984 at which time it replaced the Vocational Education Amendments of 1976. In the three years preceding the effective date for the beginning of the CPA, Texas had undergone a series of changes that affected education in the State at all levels. Commensurate with the national attention given to public K to 12 education in the early '80's, Texas also made a commitment to revise its curriculum with the focus on strengthening the academic emphasis. The new curriculum which was adopted for the 1984-85 school year significantly increased the academic foundation requirements and required competency based instruction through the use of essential elements. With only seven electives in the general curriculum and three in the advanced, it became more difficult to schedule a full program of vocational education in the 11th and 12th grades.

At the same time the legislature was requiring a restructuring of the curriculum, its leadership was participating along with the Governor, in setting up the Select Committee on Public Education (SCOPE). This committee was headed by the Texas billionaire H. Ross Perot, and achieved national headlines on several occasions for its attention getting statewide hearings. Recommendations from the SCOPE committee were almost all enacted into law as House Bill (HB) 72, and have had a dramatic effect on K to 12 education at all levels. Given that Perot had been such a strong critic of vocational education, it is not surprising that the SCOPE committee recommended zero State

funding for vocational education. On this point HB 72 compromised by continuing State funding, but requiring greater accountability. Some of the major changes in vocational education brought about by HB 72 include:

1. Under HB 72 there was a change in funding FTE students instead of FTE personnel units. This change had the effect of driving out low enrollment programs.
2. The State aid rate for each FTE vocational student was set at 1.45 which represented only a 5% increase whereas the overall increase in State aid as a result of HB 72 was 20%. Since all vocational education programs receive the same State aid per student, this change had the effect of making the high cost vocational education programs more expensive to the local district.
3. Although HB 72 allowed districts to use State funds for administrative costs of other specific programs, this provision did not apply to vocational education. This change had the effect of eliminating vocational administrators and supervisors, especially in small districts.
4. Because HB 72 required minimum enrollment levels in all new vocational education courses with no State funding if enrollment did not reach that level, new high risk vocational education programs were often eliminated.
5. In the administrative area, HB 72 calls for sunset review of each vocational education program every five years by the local school district. The implication is

that ineffective programs will be eliminated.

6. Perhaps the greatest impact of HB 72 has come from the State Master Plan for vocational education. The Master Plan was completed in January 1987.
7. Given that SCOPE found vocational education programs not to be based on local labor market needs, HB 72 requires that new course offerings in gainful vocational education be supported by local job market surveys.
8. Improved articulation between secondary and post-secondary institutions is required by HB 72. This may be happening in the urban areas, but the many rural districts in Texas will find this hard to do because for many there are no post-secondary institutions nearby.
9. To provide greater flexibility, HB 72 allows districts to use vocational education instructors to teach nonvocational education courses and to use vocational education facilities for non-vocational education purposes. This should help small districts greatly.
10. Commensurate with curriculum reform, HB 72 requires all vocational education programs to be competency-based and all districts are required to issue student competency profiles.

While all of these changes were occurring at the public K 12 level, the post-secondary and adult vocational education delivery systems in the State were also undergoing changes. In June 1983, the Governor designated the Texas Department of Community Affairs (TDCA) as the responsible State agency for the

Job Training Partnership Act (JTPA) with Section 123 funds subcontracted to the Texas Education Agency (TEA). Post-secondary technical-vocational programs in Texas under federal laws were administered by TEA although some of the programs were delivered by various community colleges. With the passage of SB 911 in May of 1985, the Texas legislature transferred all responsibility for post-secondary vocational education programs to the Coordinating Board (CB) along with administrative control of the four Texas State Technical Institute (TSTI) campuses which were previously administered by TEA. Following the mandate provided by the legislature in HB 72, the State Board of Education (SBOE) appointed a Task Force to develop the State Master Plan for Vocational Education. The first State Master Plan was approved on January 10, 1987 and must be updated yearly with input from public hearings. The SBOE is required to evaluate all programs for compliance and issue a biennial report to the legislature, Governor, and State Council for Vocational Education (SCVE). It is the Master Plan that is to form the basis for preparing the State Plan for federal vocational education.

With the changes in education brought about by HB 72 and other related State legislation has also come changes of key personnel in various leadership positions in education. In addition, in September 1986, the Commissioner of Education completely reorganized TEA along functional lines. This reorganization resulted in various aspects of vocational education being administratively located under three deputy

commissioners and five assistant commissioners. Evidence of the cutback in TEA vocational education staff can be seen in that the field staff have been eliminated and TEA has used only 4.3% of federal CPA vocational education funds for State administration instead of the 7% allowed by law.

In order to investigate the impact of this new legislation on the various states, the U.S. Department of Education commissioned case studies to be conducted within certain states to assess the implementation process. Somewhat because of the above described state level changes, Texas was chosen as one of the states to be studied. The case studies reported in this paper were conducted over a two year period at both the state and local level within Texas. Although all of the information contained in the paper could be considered public domain, the identities of the local municipalities and educational agency personnel involved are not provided in order to ensure some degree of anonymity for the sources of this information.

Methods

Population and Sample

The population under investigation in this study was all state and local vocational education programs that received Carl Perkins Act vocational education funds. The states selected to represent this population were: Maine, Pennsylvania, South Carolina, Florida, Michigan, Iowa, Texas, Utah and Washington. The first year of the study sampled only state level activities engaged in by the state education agency, the state council for vocational education (SCOVE) and the Job Training Partnership

Act (JTPA) state level offices. The second year of the study was focused on the local level and included three or four communities in five states: Pennsylvania, South Carolina, Michigan, Texas and Utah. The states were selected by U.S. Department of Education personnel while the communities were selected by the case study researcher in each of the five states based on criteria to assure representativeness. For the purpose of this paper, only the state level information for Texas and two of the four communities sampled are described. However, conclusions reached are based on all data obtained from all sites in Texas.

Instrumentation

In order to bring discipline and structure to the case study process, two different instruments were developed; one for state level use and one for local level use. Each instrument was referred to as a "research protocol" and both were developed by the U.S. Department of Education staff and revised based on feedback from the case study researchers. Both instruments contained broad general questions and secondary clarifying questions. The revised versions of each of these were used in the interviews and were sometimes given to individuals in advance of interview visits. The research protocols were also used to organize the information for the case study reports.

Sources of Information

Information collected came from four primary sources: interviews with key personnel, documents collected during visits or from library or other sources, quantitative records from state or local files, and physical evidence observed during site

visits. Interviews were generally conducted with all key state department staff and representatives of the SCOVE and JTPA as well as vocational administrators, counselors, teachers, students and employees at the local level. Documents used included the State Plan, SCOVE and JTPA reports, local program curriculum guides and program descriptions, Chamber of Commerce community information and newspaper items. Quantitative records included state level VEDS data, state and local budgets, and local enrollment and follow-up data. Observations included the size and quality of the physical plant, number and use of computers, nature of equipment in shops and laboratories, and office arrangements.

Procedure

The initial contact in the state was made at the Commissioner of Education level through a letter from the U.S. Department of Education. A contact person was designated, usually the State Director for Vocational Education. The case study researcher was responsible for initiating all other contacts not arranged by the state contact person. A copy of a letter from the U.S. Department of Education was used whenever necessary to facilitate access to sources and information. Local superintendents were contacted at the local level who generally delegated responsibility for cooperation to the local vocational administrator. The research protocol was often supplied in advance of visits so those being interviewed would know the types of information needed. Documents and quantitative records were collected during visits although it was often necessary to pursue

this information over a period of time. Most interviews were captured on audio tape except when this became a barrier to obtaining honest replies to sensitive questions. Notes were also taken at the time of the interview. The tapes, notes, documents, and records were reviewed shortly after each visit and the narrative of the report was written as the information was obtained. Although in most states the information was obtained and the report written by a single case study researcher, the Texas studies were conducted with the assistance of a second researcher.

Results

State Funding Policies and Procedures

From an examination of Table 1, the federal budget breakdown for secondary and post-secondary programs can be seen. The historical breakdown between secondary and post-secondary use of federal vocational education funds has been 68% vs. 32%. The exact breakdown for FY 86 for the \$51,801,414 total federal funds is \$35,231,716 for secondary and \$15,569,698 for post-secondary which represents a 70% vs. 30% split or 2% deviation from the historical formula.

Insert Table 1 about here

Examining the categories for which a secondary/post-secondary breakdown is provided for both years it can be seen that for handicapped and disadvantaged funds a little more than one-third went for post-secondary programs in FY 85 with a greater share

going to post-secondary in FY 86. The adult allocation increased greatly from 85 to 86 with the majority of this money going to post-secondary in 86. Also, guidance and counseling funds allocated went from \$2 million in FY 85 to \$2.4 million in FY 86.

In other categories differences between 85 and 86 are not evident since the budget shows one large category of \$19.5 million for other program improvement for FY 86. However, of this money, the overwhelming majority went to the secondary level. For consumer and homemaking programs in FY 86, 95% of the funds were budgeted at the secondary level. At the State level, Texas allocated approximately \$.75 million less for administration in FY 86 than in FY 85 due to the lack of matching State funds. Also, no funds were allocated in FY 86 for research and exemplary programs.

It appears that the 7% limits on State administration did not create a problem since TEA budgeted only about 4.3% (\$2,218,213) of their federal money for State administration in FY 86, which was down from a budgeted amount of about 6.9% (\$3,996,037) for FY 85. This resulted in a real reduction of funds for State administration of \$777,824 and the loss of about 40 staff members. This reduction of funds and loss of staff was not due to any federal requirements, but was caused by a lack of State funds to use for matching purposes. It appears to result from a conscious decision within the legislature and/or TEA to reduce vocational education staff.

Methods for distributing vocational education funds to Local Education Agencies (LEA's) are much the same under the CPA as

before, through both discretionary funds and formulas that reflect the requirements of the CPA. While most of the funds have been distributed by formula, the State reserved 6.25% of the money in the Basic Grant to be distributed to eligible applicants through an RFP process. These funds were allocated for such projects as innovative programs in emerging technologies, curriculum development, applied research, in-service and preservice training of vocational education personnel, and access and equity activities. The TEA staff voiced the opinion that the sub-allocation process is too proscriptive and often hinders the delivery of programs they were intended to promote, especially for small LEA's because the work involved in the application process is too much for the small amount of money involved.

Vocational Education in Two Communities

In order to gain some context for the impact of the CPA at the local level two communities in Texas are described here. In each case the term community is used to describe an area and not a single governmental unit. Within these communities are one or more school districts and in one case several post-secondary schools offering vocational education. Table 2 provides data on the enrollments by ethnicity and special populations for each separate school in the two communities. Table 3 provides data on local budgets for all education as well as for vocational education by both local and federal contribution. Table 4 is a breakdown of the federal budget for vocational education by category for all of the schools studied in the two communities. The nature and impact of vocational education in each of these

communities is described in the following sections.

Community I

The community under study is located in central Texas north of Houston and had a population of 111,329 in 1986. There are two governmental units (of almost equal size) and two school districts serving the area. There are no post-secondary institutions with substantial vocational offerings. There is a large major university which constitutes the major employer, but which offers very little which could be classified as vocational education under the CPA definition. The ethnic make-up of the area is 72% White, 11% Hispanic, 11% Black, and 7% other. The mean household effective buying power in 1984 was \$30,052 and the unemployment rate was only 4.4% in 1985. While the unemployment rate has risen as the economy of Texas has experienced bad times, the community continues to be relatively well off due to the economic stability provided by the university. Of the two school districts serving the community, Independent School District (ISD)-A offers considerably more vocational education than does ISD-B.

Insert Table 2 about here

ISD-A had an enrollment of 10,427 students in 1986-87 of which 4,139 were eligible for vocational education classes (grades 7 - 12). Of the total enrollment in grades 7 - 12, 1,718 or 41.5% were enrolled in vocational programs. The breakdown of this group by ethnic status and special population can be seen in Table 2. Federal vocational funds constitute only 0.3% of the

total school budget and 14.5% of the total vocational budget. All CPA funds were spent in 85-86 and none will be returned in 86-87. Although ISD-A has experienced a steady increase in vocational enrollments since 1984 at the 7th and 8th grade level, enrollments at 9th - 12th have dropped significantly. These declines are directly attributed to HB 72 and the resulting increased graduation requirements, as well as an overall negative view of vocational education in the community.

Insert Table 3 about here

In ISD-A there are 221 Handicapped students served by vocational education. The majority are Learning Disabled (LD) and concentrated in Industrial Arts (grades 7 and 8), Homemaking, and Coordinated Vocational-Academic Education (CVAE). Most Educably Mentally Retarded (EMR) students are concentrated in Vocational Education for the Handicapped (VEH) programs which are self-contained units. These programs are in Office Duplication, Food Service, and Production Management and Services. Although approximately 66% of all handicapped students are mainstreamed (not in VEH) all CPA handicapped funds are spent in the VEH programs. The vocational administration at ISD-A feels it is too difficult to calculate excess costs for mainstreamed students. The federal share of excess costs was \$18,993 in 86-87. Programs for the handicapped would exist in ISD-A without the CPA due to the requirements of PL 94-142. They would not, however, be as well equipped or of the level of quality that now exists.

Insert Table 4 about here

There are 442 disadvantaged students enrolled in vocational programs in ISD-A. Disadvantaged students are those working below grade level (academically) or with family incomes below the poverty level (economically). The students are concentrated in Industrial Arts (grades 7 and 8), Homemaking, and Coordinated Vocational-Academic Education (CVAE), a selfcontained program for the academically disadvantaged. The federal share of excess costs in 86-87 was \$13,604.

The CVAE programs feature lower student-to-teacher ratios (12:1 vs. 20:1) and a curriculum adapted to individual needs which accounts for most excess costs. These programs are housed in the same facility as the regular programs and meet two hours per day. In addition to the skills required in the occupation, teachers relate academic skills to the occupation. The CVAE programs enroll mostly academically disadvantaged students, while most economically disadvantaged students are mainstreamed into regular programs. CVAE programs would not exist in ISD-A without CPA funds in which case all students would be mainstreamed and possibly receive a lower quality of instruction. Federal funding has allowed these special programs to be well equipped and has resulted in an upgraded level of instruction. In addition to services to the disadvantaged under the CPA, a summer training program for disadvantaged students is provided with JTPA funds.

Under the Texas State Plan, the majority of adult CPA money

is allocated to post-secondary institutions. ISD-A did receive \$2,554 in 84-85 and \$3,473 in 85-86 which was spent on salaries and materials for an evening program. Although no CPA adult funds were received in 86-87 this program has continued. In 85-86 ISD-A received \$622 in sex equity and \$1,495 in single parent/homemaker money which was spent on guidance materials used by counselors. In 86-87 funding was available only through the RFP process and they did not apply. The entire set-aside for criminal offenders from the CPA (\$47,561 in 85-86) was allocated at the secondary level for use by the Texas Youth Council for residential schools and the Windham School System and therefore none was available to any other secondary or post-secondary schools.

ISD-A received \$42,458 of program improvement funds in 86-87 from Title IIB. These funds were spent primarily on upgrading equipment and counseling. When travel was funded it was for staff to attend workshops or conferences on program improvement. Vocational administrators are concerned with the tremendous amount of effort and maneuvering required to spend this money and have identified a need for a better definition of program improvement and innovations. They therefore spend CPA money primarily on equipment and use local money for other innovations.

ISD-B had an enrollment of 5,042 in 1986, of which 1,370 were in grades 9 through 12. Of the total enrollment in grades 9-12, 369 or 26.9% were enrolled in vocational programs. The breakdown of this group by ethnic status and special populations is presented in Table 2. Federal vocational funds constitute a very

small 0.1% portion of the total school budget and 7.6% of the total vocational budget. ISD-B turned back approximately \$8,000 in CPA funds in 85-86 and anticipated returning approximately \$13,000 in 86-87 due to a lack of available matching funds. There has been a one year 27% decline in vocational enrollment for the 1986-87 year due to a reduction of programs and increased graduation requirements established by HB 72. The typical vocational program was reduced from three hours per day to two hours per day.

In ISD-B there are 36 handicapped students in vocational programs with the majority being LD. These students are concentrated in CVAE, Agricultural Mechanics, and Prevocational Education programs. The EMR students are served by Special Education through a Vocational Adjustment Center rather than through vocational education. No CPA funds are spent in this program and these students are not counted in vocational enrollments. Special services provided for handicapped students include specialized instructional materials, teachers aides in larger classes, and psychological and career testing. In order to compute excess costs the average cost for non-handicapped students is subtracted from the cost of each handicapped student. The federal share of excess costs for handicapped students was \$3,713 in 85-86, and \$2,865 in 86-87. These funds were matched with money generated by vocational programs in 85-86 with a portion of administrative and counselor salaries used for matching in 86-87.

In ISD-B there are 83 disadvantaged students enrolled in

vocational programs. Students are identified as those working below grade level on standardized tests in the eighth grade. Economically disadvantaged students are not formally identified; however, some are served in a JTPA supported summer training program. Disadvantaged students are concentrated in CVAE programs with the remaining students enrolled in Cooperative Education. Excess costs are calculated by subtracting the average cost of students in CVAE programs from the average cost of students in regular programs and multiplying the remainder times the number of disadvantaged students served. In general, there have been no changes in services to the disadvantaged in the last three years except in the accounting necessary to keep track of funds for excess costs and matching requirements.

ISD-B has received no adult funding under the CPA in the past three years nor did they receive sex equity or single parent/homemaker funds in 84-85. The small amount received in 85-86 (\$156 and \$360) was spent in the homemaking program for relevant instructional materials. ISD-B did not apply for these funds in 86-87. ISD-B did not receive any funds nor did they serve any students under the criminal offenders category.

ISD-B's program improvement emphasis has been the addition of computers to every program except Homemaking. Their priorities are for equipment for existing programs to help students meet the advanced technology needs of industry. ISD-B received \$10,075 in 84-85, \$11,759 in 85-86, and \$17,443 in 86-87 in Title IIB funds. The money has been spent on equipment for Vocational Agriculture and General Construction in 84-85, and word processors, and

transcribers for Vocational Office Education in 85-86. Vocational administrators at ISD-B report that the problem with matching funds is due as much to a lack of local commitment to vocational education as it is to financial constraints.

Community II

This community is also located in central Texas, south of Dallas with a population of 104,831 in one governmental unit and one large school district. There is also a major university and two post-secondary institutions which deliver extensive vocational education programs located within the community. The ethnic makeup of the community was 34% White, 42% Black, 23% Hispanic, and 1% other in 1985; however, the County in which the community is located is predominantly White (75%). The median household buying power in 1984 was \$26,585 and the unemployment rate was 8.7% in January 1987. The school district (ISD-C) and the two post-secondary institutions that offer vocational education, a community college (CC), and a technical institute (TI), are described here.

ISD-C had an enrollment of 13,535 in grades K - 12 in 1986-87 of which 16% or 2,178 were enrolled in vocational education in grades 7 - 12. The ethnicity and special population mix of those enrolled in vocational education is presented in Table 2. Over the past three years, the White enrollment has remained the same, the Hispanic enrollment has increased slightly, and the Black has dropped slightly. The female enrollment has dropped greatly (64% to 46%), but much of this drop is due to the elimination of grades 7 and 8 Consumer and Homemaking from the count. The

budget data for ISD-C is provided in Tables 3 and 4. Over a three year period, the total vocational budget increased slightly and the federal vocational budget has increased by approximately 32% (from \$150,229 to \$197,274). Changes in the vocational programs over the past three years have included dropping of Occupational Orientation programs, addition of programs in Word Processing, Electronics, and Vocational Drafting, and the expansion of programs in Auto Mechanics, CVAE, and Office Duplication. However, in 87-88 the district will drop its program in Industrial Cooperative Training due to a lack of enrollment and will change all Cooperative Education programs from three to two hours per day. Many of the changes are due to the shift towards increased academics required by HB 72.

The vocational education handicapped enrollment in ISD-C has decreased over the past three years in both absolute and relative terms (from 324 - 13% in 84-85 to 187 - 9% in 86-87). The two VEH programs that currently operate are both in Consumer and Homemaking, one at grades 7 & 8 and one at grades 9 - 12. The two programs enroll only 38 handicapped students with the remaining 149 being mainstreamed. The primary handicaps among the 187 are EMR and LD. The special services provided to the handicapped students with CPA funds include: special equipment and materials, vocational assessments, and one teachers' aid.

Excess costs for separate handicapped programs are computed by obtaining the average costs for regular and handicapped students in separate programs, subtracting the difference and multiplying by the number of handicapped students in separate

programs. For mainstreamed students, the excess costs is computed by recording every purchase for each handicapped student separately as it is spent. Federal handicapped funds are matched using local equipment purchases and salary for the vocational evaluator. Major changes in programs for the handicapped under the CPA include providing assessments for all handicapped students using both an interest and aptitude measure (this was more hit and miss before), and a closer working relationship with special education. Also, the handicapped students are provided more counseling under the CPA.

Although the disadvantaged enrollment has declined in absolute terms over the past three years, it has remained relatively the same as a proportion of all enrollment. Disadvantaged students are identified and defined according to State guidelines. That is, students below grade level in three or more subjects or below the 25th percentile on a standardized achievement test are considered academically disadvantaged. Only academically disadvantaged students in CVAE programs are tracked (N=207) with the remainder being mainstreamed. Special services provided to disadvantaged students include extra assessment and counseling, a learning center, special teaching materials, speakers, and field trips. The CVAE students also have a lower student-to-teacher ratio.

Excess costs for CVAE are calculated the same way as for the separate handicapped programs. For mainstreamed students, excess costs are computed for each purchase of special equipment or materials. Matching money is provided from equipment purchases

made with local funds, 50% of the salary of new teachers, and a percent of the salary of the counselors who do assessments. The major impact of the CPA on programs for the disadvantaged has been in the effort required to find matching money and the paperwork needed to keep track of students and services. Disadvantaged students are receiving more assessment and counseling than previously, but the programs in which they are enrolled have not changed.

ISD-C did receive \$13,205 of adult money for an apprenticeship training project for 86-87. Money for similar projects was also received for 84-85 and 85-86. The program works closely with the local unions and the majority of the money is used for teacher salaries. Matching money comes from local program expenses for water, electricity, gas, refuse collection, and maintenance.

The first year for sex equity funds was 85-86 and ISD-C received \$754 that year. All of the funds were spent for teaching materials and supplies in programs where non-traditional (by sex) enrollments occurred. For the 86-87 school year TEA allocated all sex equity money on an RFP basis only and ISD-C did not apply for any of this money. Like sex equity funding, single parent/homemaker funds were allocated to ISD-C only in 85-86 in the amount of \$1,755. The majority of this money was spent in a Parental Continuing Education program for pregnant students. The money was used for materials and supplies and served approximately 53 students over the course of the year. ISD-C received no funds under the criminal offender category.

ISD-C received \$63,571 in Title IIB funds for 1986-87. Expenditures for these funds have been almost exclusively for equipment. Some money was also spent on travel to state and regional meetings. Matching money for program improvement funds comes from local money for equipment when equipment is being matched. When the money is used for travel, the match is from salary. Federal strings which impact on program improvement money include the restriction to only use the money for travel when it is for program improvement purposes and the prohibition on using the money to maintain any program after it has been in operation three years.

The Community College (CC) had a Fall 1984 enrollment of approximately 5,000 in credit courses with an additional 4,000 students in non-credit programs. The CC offers an Associate of Arts (AA) degree which is generally transferable to all junior and senior institutions in the nation and the Associate of Applied Science (AAS) degree for completion of two years of study in a technical specialty in 22 areas. In addition, a certificate in Technical Education is offered in 13 areas for the completion of one year of study. Tuition is \$12.00 per credit hour for county residents and \$15.00 per credit hour for out-of-county residents of Texas.

Overall vocational enrollment at CC in the Fall of 1985 by ethnicity and special population categories is provided in Table 2. The budget information for CC is provided in Tables 3 and 4. For the 85-86 year, for which complete data were available, federal vocational money accounted for only 4% of the total

vocational budget. The federal share of the total budget has remained extremely low for each of the past three years (1.1% to 1.6%). The type and mix of programs at CC have remained relatively constant over the past three years with the focus being on programs in business, health, and community services so as not to duplicate programs available at nearby TI. Although the requirements of HB 72 to take more academic subjects in high school is expected to shift more students to the community colleges to get their vocational preparation, this trend has not yet had an impact on enrollments. Also, the new State Master Plan for Vocational Education including the regional planning requirements could impact delivery, but has not as yet.

The handicapped enrollment at CC for 85-86 was 80 and represented approximately 1% of the occupational enrollment. The largest number of handicapped students by type of handicap are LD (including dyslexia), followed by the blind, physically handicapped, and deaf. All of the handicapped students are mainstreamed with special services provided on a supplemental basis. In addition, certain modifications to the physical plant have been made such as wide doorways, sloping walkways, special parking, and special restrooms. All special services for handicapped students qualify for excess costs. Matching money for the 50% local contribution to those excess costs comes from expenses for special vans, repair on elevators for the handicapped, salaries of special programs people, handicapped parking signs, special equipment for the handicapped, and special training for the staff. In the past three years, CC has been

able to spend all of its handicapped allocation.

The disadvantaged enrollment at CC for 85-86 was 340 (8% of total vocational students). Academically disadvantaged are defined as those who scored below 13 on their ACT exam on the English, Social Studies, or Natural Sciences scales. Also, scoring at or below the 10th grade level on the Nelson-Denny Reading Test or the English Proficiency Test will qualify a student for the designation of academically disadvantaged. All students falling below these cutoffs are required to enroll in the developmental studies program in a specific course designed for remediation. The economic disadvantaged students are defined and identified by their eligibility for Pell grants or a State Educational Opportunity Grant. All services provided to the disadvantaged are on an excess cost basis. Since some of these services are also provided to non-vocational students, the percent of use of these services by vocational students is used to compute the excess costs eligible for federal funds. Matching is provided by salaries in the developmental studies program and a tutorial center that is funded by State money. In all years, CC has been able to spend all of its disadvantaged funds.

The amount of federal vocational education funding in the adult category for 1985-86 and 1986-87 under the CPA has been \$58,656 and \$45,514 respectively. In addition, CC received an additional \$44,296 of adult funding through the RFP process for 1987-88. Since all students attending CC are adults, money in this category is relatively easy to spend. The entire adult allocation was used to purchase microcomputers to equip a

laboratory for the Office Occupations program as well as a network to tie the microcomputers together. Matching for this money was achieved by purchasing an equal amount of similar equipment paid for out of State funds. The CC had no trouble spending all of this money in both of the past two years.

The sex equity and single parent/homemaker categories are administered by the same program at CC although some of the services are different. Services funded under the sex bias category included counseling, career information and assessment, motivational and assertiveness training, films on sex equity, library materials free of sex bias, and teaching survival skills to women. Many of the services are provided in group counseling sessions. Single parent/homemaker funds were used for support groups, counseling and assessment, classes on self worth, assertiveness and relationship building, community-wide seminars, and orientation sessions for the nursing and cosmetology programs. All criminal offenders funds under the CPA are allocated at the secondary level; therefore, CC received none of these funds.

The 85-86 allocation of Title IIB funds for CC was \$4,741 while the 86-87 allocation was \$17,339. In 85-86 the federal IIB money was used for equipment in the Physical Therapist Assistant program and was matched with additional equipment purchases for that program. Funds for 86-87 were targeted for such activities as support of the TEX-SIS follow up system, travel for vocational instructors to attend workshops and a local area network for the Stenographers and General Secretarial, and Information Word

Processing programs. Matching was obtained from data processing equipment purchases paid for out of State funds.

The Technical Institute (TI) was established in 1965 to provide training in highly technical and vocational areas with particular emphasis on employment needs of the State and therefore, unlike the local community college, draws most of its students from all over the state (approximately 80% of all TI students are from out of the county). The TI system is funded by State appropriations from the legislature and holds a unique status among educational institutions in Texas. Programs offered are divided into three categories: Pre-Technical Studies (remedial); Technical Career Fields, which lead to two year Associate Degrees; and the Skill Development Career Fields, which result in a certificate.

Enrollment and special population data at TI in the Fall of 1986 are presented in Table 2. Between 84-85 and 85-86 there was a 3.2% increase in enrollment of handicapped students and an 8.3% increase in enrollment disadvantaged students. Budget information for TI is provided in Tables 3 and 4. The total school budget has declined by approximately 1% during each of the past three years, and the federal share has remained around 1.5% of total budget level. With the exception of federal money, all funds utilized by TI are appropriated by the State legislature.

The TI handicapped enrollment for FY 84-85 and 85-86 was 332 and 466 respectively. This increase is due to a positive relationship with Texas Rehabilitation Commission (TRC) who referred approximately 65% of the handicapped students currently

enrolled. The TI also actively recruits deaf students and at times 15% - 20% of total handicapped enrollment are of this type. All handicapped students are mainstreamed, and program concentrations are similar to enrollments for all students. Services include transportation for the chairbound, accessible housing, notetakers, tutors, interpreters for the deaf, individualized instruction in Pre-Technical Studies for those students having trouble, and special equipment for the blind. All CPA handicap funds are spent on deaf student services due to ease of computing excess costs. The required match is provided by line item appropriation at the State level. For FY 86-87, TI's CPA allocation was \$72,234 which was all budgeted for salaries.

The disadvantaged enrollment at TI for FY 84-85 and 85-86 was 2,694 and 3,017 respectively. Both their number and percentage have increased over the two-year period due to an improvement in identification procedures. Although the federal definition of disadvantaged students includes both economic and academic categories, the majority of services provided are to the academically disadvantaged students. Economically disadvantaged students are identified through their need for financial aid. The TI contracts with 16 Service Delivery Areas to provide services to JTPA eligible students and 155 of these students were enrolled in 86-87. The TI received \$125,615 in 84-85, \$43,372 in 85-86, and \$121,903 in 86-87 for disadvantaged students. Of these allocations, \$12,336 was returned unspent in 85-86. It was anticipated, however, that the entire allocation for 86-87 would be expended.

The CPA adult allocation over the past three years has been \$247,680, \$181,350, and \$156,246 respectively, all of it through the formula process. The TI administrators have interpreted the adult provisions of the act to mean that these funds can be utilized only for improvement of adult programs. Therefore, adult money has been used to pay a part of counselors' salaries and to hire lab assistants rather than for program maintenance. This has made it difficult to spend all of the money in this category, although none has been returned.

The sex equity allocation for the past two years was \$20,568 and \$35,785, while the single parent/homemaker allocation was \$50,518 and \$52,000 respectively. Of these funds, \$6,092 in sex equity and \$15,337 in single parent/homemaker funds were returned in 85-86. During the 85-86 year, child care was provided for 36 children, transportation was provided to two students, and equipment and supplies were purchased for three students. The remaining funds were spent on salaries and counseling. In 86-87, approximately 16 students were served with child care and other services. An outreach program in the area secondary schools which counsels young men and women on training available at TI in non-traditional careers is also financed with sex equity funds. Administrators in the area of women's services feel that they could do a better job utilizing sex equity and single parent/homemaker funds if better guidance was provided from the Coordinating Board. The entire set aside for criminal offenders from the CPA has been allocated at the secondary level as previously described.

The major emphasis on program improvement at TI has been state-of-the-art equipment. In 85-86 a digital typesetter for the Printing program was purchased. In 86-87 ten personal computers with printers were purchased for General Technology and a computer graphics system was acquired for the Commercial Art program. In both years the required match was State line item appropriations for equipment.

Discussion

The Impact of the CPA at the State Level

In general, it appears that the impact of the CPA at the State level is minimal. There are, however, a number of outcomes of the Act which are notable, some perceived as positive and some as negative. It is important to point out that the impact here is compared to the previous Vocational Education Act (Education Amendments of 1976) and not to the absence of federal vocational education legislation. Also, many of the changes in State level vocational education were not due to the CPA although they occurred at the same time.

Changes in vocational education at the State level which could be attributed to the CPA include:

1. A smaller State advisory council with a majority representing business and industry.
2. A closer working relationship with the State Job Training Coordinating Council (SJTCC) and Job Training Partnership Act programs.
3. More emphasis on basic skills at the secondary level vs. specific job training (impact difficult to separate from

general school reform).

4. More emphasis on local level evaluation of programs, but less emphasis on follow-up studies.
5. Less emphasis on research and elimination of the Research Coordinating Unit (RCU).
6. More complicated allocation formula considering both proportions of special populations and economically depressed areas of the state based on previous year data.
7. More handicapped and disadvantaged money returned to the State unspent due to the difficulties of meeting both the excess costs and matching requirements of the CPA. The burden has fallen most heavily on the smaller and poorer school districts.
8. Much more difficulty working with local level applicants concerning expenditures of program improvement funds. It is reported that many good local programs have had to be eliminated since they are ongoing and funding them would constitute maintenance and not program improvement.
9. A perception of more proscription concerning how funds must be spent from the federal level leaving less flexibility for the State administration of funds.

Impact of the CPA at the Local Level

As is true at the State level, many of the changes in vocational education at the local level appear to have been due to educational reform. However, there are many examples of the impact of the CPA at the local level, some positive and some

negative. The effects of the CPA discussed here have been observed either in the two communities described previously or in several other communities that were a part of the larger study of local level impact. The major local level perceived or real effects of the CPA include:

1. Many small schools received too little money in some categories to do very much with and often returned the money unused (e.g., Sex Equity and Single Parent/Homemaker funds).
2. The need to compute excess costs had the effect of using Handicapped and Disadvantaged funds on self-contained programs because it is easier to identify and justify additional expenditures when all students served are in one group. This appears to operate against the intention to mainstream all students when possible.
3. The double impact of excess costs and matching which apply to the Handicapped and Disadvantaged categories made acceptance of all eligible funds difficult for some schools with tight budgets (small or poor schools). In order to get the additional money from CPA, the local district had to spend an equal share of their own money; therefore, it cost money to get money.
4. The effect of Adult Education monies is quite different at the secondary vs. post-secondary level. Since it requires matching, but no excess costs, the postsecondary institutions can use this money easily because all of their students are adults and they need

only to pay for 50% of anything they care to purchase with it. At the secondary levels, however, adult programs are extras and the school needs to come up with 50% extra money to spend the adult money.

5. In the area of Sex Equity and Single Parent/Homemaker funds no excess costs or matching are required. Also, most schools had little previous activity in this area and therefore it was easy to add something and have some impact. It is clear that at most of the schools studied these extras would not have existed without the money.
6. The fact that program improvement funds cannot be used for maintenance activities has caused many problems at the secondary level. These funds were often used in the past to support youth clubs and for travel as part of cooperative education programs. Under the CPA this money could not be spent for these activities unless they were new. Therefore some old successful programs were eliminated and replaced with new experimental programs so the money could be used. In many cases, the schools just bought equipment since it was easiest to justify as program improvement and it represented a tangible addition to the schools' physical resources. The post-secondary institutions seemed to have less trouble with the requirement to innovate and not maintain, but they also bought mostly equipment.
7. In general, the funds allocated through the RFP process (e.g., Sex Equity, Single Parent/Homemaker, and Adult at

the secondary level) were not applied for by smaller schools. There appears to be a perception that there are just too many strings attached for the potential benefit. Bigger schools with resources to invest in a full time administrator were much more likely to find RFP, or even entitlement, money to be useful.

8. Schools of all sizes felt that there was too much interference with local prerogative given the requirements for spending CPA money.
9. The assessments required by the CPA were burdensome to at least some of the schools since: (1) they were required to give an aptitude and interest measure to all Handicapped and Disadvantaged students if they accepted any CPA funds for the Handicapped and Disadvantaged, and (2) if they gave the same instruments to non-Handicapped and Disadvantaged students they could not justify the expense for the testing as an excess cost because it benefited all students. Therefore if they already had a good assessment program for all students or wanted to have one, they could not use CPA funds to support it.
10. At least in one post-secondary school studied, almost all students could qualify as disadvantaged and this created a problem computing excess costs since, by definition, whenever all students receive a service it cannot be considered a special service.
11. In the area of Consumer and Homemaking education, there does not appear to be any changes that have resulted

from the CPA.

12. The total amount of federal CPA for most schools, large or small, still represents a very small share of their total school budget and therefore local boards are not inclined to let requirements of the Act drive local goals and program decisions.

Table 1

Analysis of Federal Vocational Funds by Category and Level of Use for Fiscal Years 1985 and 1986.

	<u>Fiscal Year 1985</u>				<u>Fiscal Year 1986</u>		
	Total Budgeted	Budgeted Secondary	Budgeted Postsecond.	Expendi- tures	Budgeted Total	Budgeted Secondary	Budgeted Postsecond.
Handicapped	4,153,989	2,907,792	1,246,197	311,476	4,765,611	2,948,364	1,817,247
Disadvantaged	8,307,978	5,815,585	2,492,393	883,857	10,484,345	6,648,556	3,835,789
L.E.P.	167,000	140,000	27,000	70,264	(1,308,651)		
Adult		--	--	3,402,010	5,718,734	928,592	4,790,142
Voc. Ed. Prog.	15,954,839	9,748,835	6,206,004	11,269,366	--		
Single Parent/Homemaker					4,050,770	1,144,048	2,906,722
Sex Bias/Stereotyping					1,667,964	483,314	1,184,650
Correctional Inst.					476,561	476,561	-0-
Work Study	700,000			83,028			
Energy Education	75,000			6,507			
Exploratory Ind. Arts	500,000			113,360			
Supp. Serv. for Women	600,000			234,102			
Day Care Services	1,000,000			520,018			
Displaced Homemakers	400,000			148,553			
State Administration	2,996,037			3,441,007*	2,218,213	1,988,324	229,889
Adm. - Sex Equity	65,000			55,116	75,000	75,000	
Local Administration	-0-			--	(3,335,927)		
Research	700,000						
Exemplary & Innovative	680,000						
Curriculum	1,900,000				504,188	504,188	
R.C.U.	(3,280,000)			1,656,104			
Guidance & Counseling	2,000,000			342,761	(2,400,000)		
Personnel Training	200,000			346,667	469,548	469,548	
Sex Bias Grants	131,444			77,763			
Other Program Imp.					19,518,483	18,810,774	707,709
Spec. Prog. For Disad.	894,140			97,579			
Consumer/Homemaking	1,970,210			245,693	1,851,997	1,754,447	97,550
State Planning 102(D)	223,472			179,431			
Total	43,619,109			23,484,662 **	51,801,414	36,231,716	15,569,698

*Includes All Consumer and Homemaking Ancillary

**Includes FY 85 Expenditures Reported To TEA By June 30, 1985
On Funds Allocated For Grant Year 1985

Table 2

Enrollment Data for all Schools by Ethnicity and Special Population Categories for Vocational (Occupational) Students for 1985-86 or 1986-87.

Category	Community I				Community II					
	ISD-A		ISD-B		ISD-C		CC*		TI*	
	N	%	N	%	N	%	N	%	N	%
Ethnicity										
White	914	53%	268	73%	788	36%	5,047	78%	3,535	79%
Hispanic	337	20%	20	5%	413	19%	383	6%	301	9%
Black	460	27%	75	20%	962	44%	1,027	16%	489	11%
Other	7	<1%	6	2%	15	<1%	57	<1%	70	2%
Special Populations										
Handicapped	221	13%	36	10%	187	9%	80	1%	466	10%
Disadvantaged	442	26%	83	23%	929	43%	540	8%	3,017	67%
LEP	20	1%	1	<1%	24	1%	0	0%	0	0%
Female	768	45%	194	53%	1,003	46%	4,183	65%	690	15%
#/% Vocational Students	1,718	16%	369	7%	2,178	16%	6,485	43%	4,475	100%
Total Students	10,427		5,042		13,535		* *		4,475	

* Complete data available only for 1985-86.

**Total student count not computed in the same manner as total vocational students and therefore not reported.

Table 3**Budget Data for all Schools by Total, Vocational, and Federal Components for 1986-87.**

Budget	Community I		Community II		
	ISD-A	ISD-B	ISD-C	CC	TI
Total School Budget	36,308,437	20,227,206	45,427,149	12,979,468	28,655,476
Total Vocational Budget	769,438	270,330	1,325,782	*	28,655,476
Federal Vocational Budget	111,979	20,578	197,274	201,401	459,254
% Federal of Total Vocational Budget	14.5%	7.6%	15.0%	*	1.6%
% Federal of Total School Budget	0.3%	0.1%	0.4%	1.6%	1.6%

*** Data not available.**

Table 4

Budget Data for all Schools by Federal Vocational Category for 1986-87.

Category	Community I		Community II		
	ISD-A	ISD-B	ISD-C	CC	TI
Handicapped	18,993	2,865	36,536	12,712	72,234
Disadvantaged	31,604	5,221	63,113	30,332	121,903
LEP	1,636	531	1,178	0	0
Adult	0	0	0	45,514	156,296
Sex Bias	0	0	0	12,320	35,785
Single Parent/Homemaker	0	0	0	38,898	52,000
Program Improvement	42,458	10,075	63,571	17,339	21,086
Consumer and Homemaking	<u>10,583</u>	<u>1,886</u>	<u>19,671</u>	<u>0</u>	<u>0</u>
Total Formula Funding	105,274	20,578	184,069	157,115	459,254
Project Funding (RFP)	<u>6,705</u>	<u>0</u>	<u>13,208</u>	<u>44,296</u>	<u>0</u>
Total Federal Funding	111,979	20,578	197,274	201,401	459,254

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